

# Memorandum

**To:** Planning Commission  
**From:** Jon Holan, Community Development Director  
**Date:** July 6, 2015  
**Re:** Westside Planning Land Use Discussion

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**Request:** Staff is requesting Planning Commission direction on land use issues that have arisen through the Westside Planning process. The purpose of the meeting is to establish a land use approach for the area to allow consultants to proceed with infrastructure analysis. Once infrastructure analysis is completed, then staff will proceed with the public hearing review process with the Commission and Council for the adoption of Area Plans along with an infrastructure program with an attendant financing approach.

**Introduction:** Earlier this year, City staff began a process to refine land use and infrastructure program for the David Hill and Purdin Road areas (see below map).



To facilitate the process, four background studies have been prepared, two Technical Advisory Committee meetings held and two charrettes. The charrettes were attended by interested parties and were held on April 20<sup>th</sup> and May 20<sup>th</sup>. A copy of the studies and comments received at the two charrettes are attached for your information. The four background studies include:

- Transportation Baseline Conditions
- Infrastructure Overview
- Natural Resource Overview
- Geological and Geotechnical Assessment Report

While the four studies provide an overview and establish factors to consider for more detailed planning (e.g. net area considerations and unit yield, and existing infrastructure considerations), the geotech report raises some fundamental land use questions due to the presence of an ancient landslide area. This will be discussed below.

### **Potential Land Use Approach:**

The land use map below (Figure 1) is a possible approach developed by staff for land use in the two areas. This is based on consideration of the recently adopted Comprehensive Plan, background studies and input received through the two charrettes. On the following page is the land use capacity estimates for this approach. Based on the capacity estimates, this approach would create a capacity for about 1,790 units, a 25 acre employment area, about 38 acre commercial and mixed use site split between the David Hill and Purdin Road areas, and an 11 acre park site and 12 acre elementary school site in the Purdin Road area.

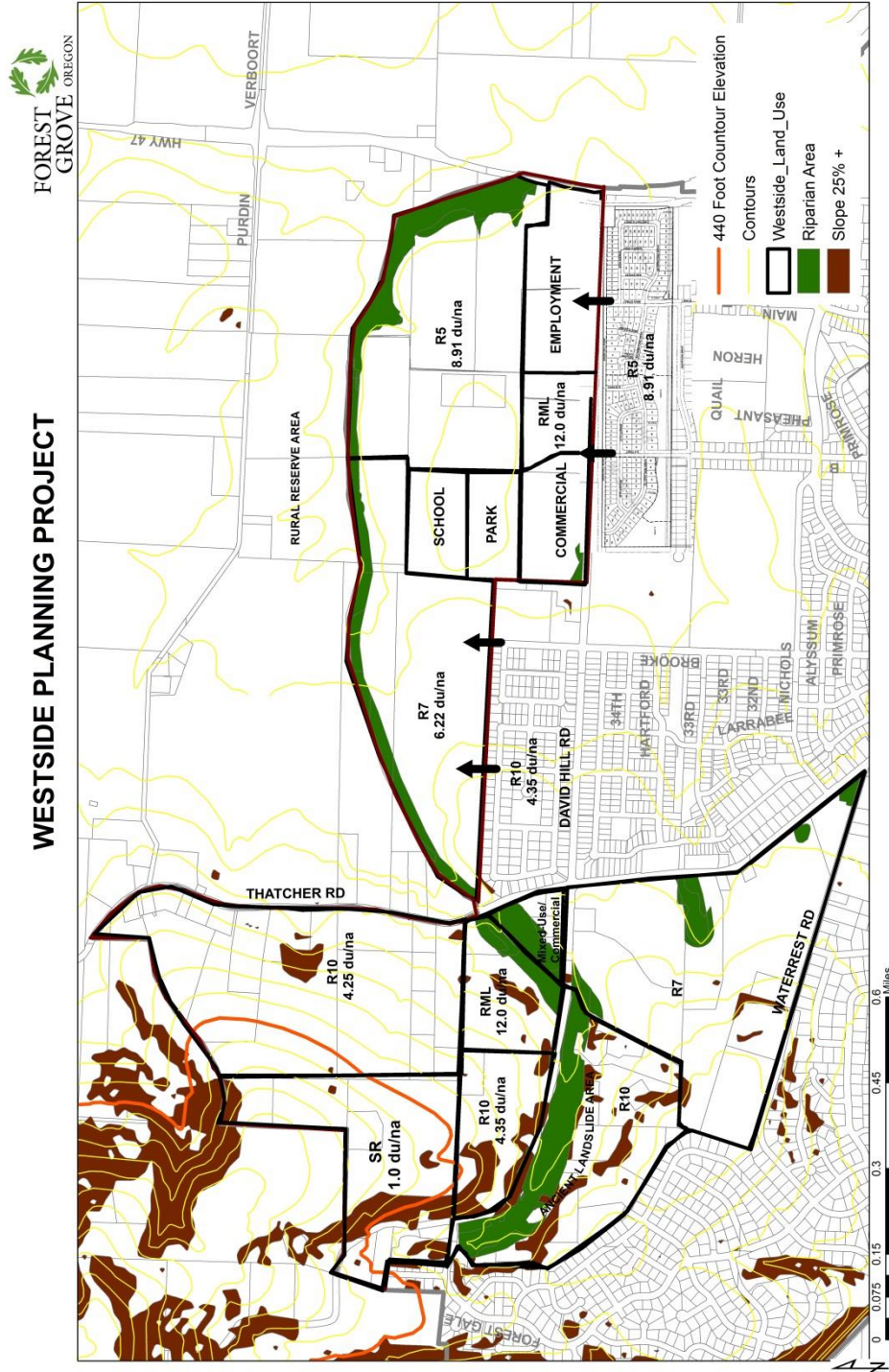


Figure 1 - Potential Land Use

Westside Project Dwelling Unit Yield Estimate

Area	Gross Acres	Slope >25%	Riparian Area	Landslide Area	Developable Land	R/W Set-aside 20%	Net Area	Assumed Density	Slope Deduction	Estimated Unit Yield
South of David Hill (West)	57.38	1.11 <sup>1</sup>	9.12 <sup>2</sup>	34.16 <sup>3</sup>	12.99	2.60	10.39	4.35 du/na <sup>4</sup>	20%	36
North of David Hill (West)	24.30	6.57	0.00	0.00	17.73	3.55	14.18	4.35 du/na	15%	52
North of David Hill (MU-RML)	21.42	1.95	4.41	0.00	15.06	3.01	12.05	12.0	15%	122
North David Hill (MU-Corn)	8.50	0.00	4.9	0.00	3.60	0.70	2.90	See Footnote 5	0%	4 <sup>5</sup>
Watercrest R-7	99.75	1.65	0.3	0.00	72.62 <sup>6</sup>	14.52	58.10	6.22 du/a	10%	325
Thatcher R-10	98.68	2.85	0.00	0.00	95.81	19.16	76.65	4.35 du/na	10%	300
Suburban Residential	43.12	7.5	0.00	0.00	35.62	7.12	28.50	1.0 du/na	15%	24
Purdin R7	76.70	0.00	11.60	0.00	65.10	13.00	52.10	6.22 du/a	0%	324
Purdin School	12.20	0.00	0.00	0.00	12.20	2.44	9.76	0.0	0%	0
Purdin Park	10.90	0.00	0.00	0.00	10.90	2.18	8.72	0.0	0%	0
Purdin Commercial	16.30	0.00	0.47	0.00	15.80	3.16	12.60	0.0	0%	0
Purdin RML	11.70	0.00	0.00	0.00	11.70	2.34	9.36	12.0	0%	112
Purdin Employment	25.00	0.00	0.00	0.00	25.00	5.00	20.00	0.0	0%	0
Purdin R5	85.90	0.00	15.20	0.00	70.70	14.14	56.60	8.71	0%	492
<b>TOTAL</b>	<b>591.83</b>	<b>21.63</b>	<b>46.00</b>	<b>34.16</b>	<b>484.83</b>	<b>92.92</b>	<b>371.91</b>			<b>1,791</b>

<sup>1</sup> Outside landslide area.

<sup>2</sup> Outside landslide area.

<sup>3</sup> Landslide area includes slope and riparian area.

<sup>4</sup> du/na = dwelling units per net acre.

<sup>5</sup> Assumes limited residential above retail or standalone -plex development.

<sup>6</sup> The land area within Thatcher Park and Thatcher Woods has been deducted from the land area. This deduction is approximately 25.18 acres.

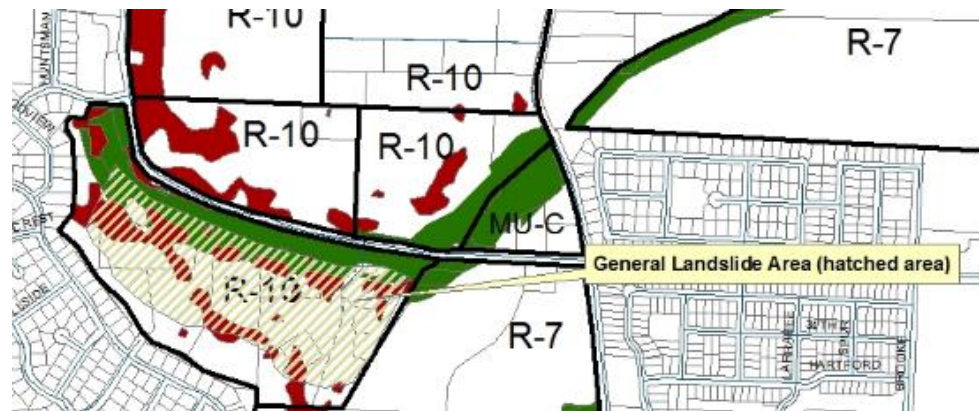
**Areas for Commission Direction:** Through the background studies and discussion the charrettes, there are several issues staff is requesting Commission direction.

David Hill Area: For the David Hill area, the area is generally intended for residential development. However, there are three land use issues that have emerged for discussion:

- Ancient Landslide: Should the area in the Antler Lane area be limited in development or allow urban development? The geo-tech back ground study for the project indicates an ancient landslide in this area (see map below) and suggests that the City consider not allowing further development.

“Furthermore, based on GOAL 7 requirements and guidelines and pertinent case studies, we **do not** recommend permitting further development of structures or infrastructure within the DOGAMI mapped landslide between Forest Gale Drive to NW Antler Road south of David Hill Road (Area 1 on Figure 10) unless the landslide and its impacts are clearly addressed in the design of the project. Even with these measures, the City should consider alternative uses (i.e. open space) as a potential plan for the area.” (Pages 17-18 of the study)

Conversely, the consultants in a subsequent memo (see Attachment 1) indicate that the background report does not recommend specifically prohibiting development in DOGAMI landslide areas or areas of “landslide deposits.” Their concern in the response is the slope threshold to require site specific geotech analysis. Currently, the Development Code only requires such analysis at slopes 20% or more (Development Code Section 10.8.310 A.2.). Their recommendation is at a slope threshold of 10% along with additional clarifications to the code. It is staff’s intent to amend the Code requirements to incorporate their recommended revisions indicated in the background report. The geo-tech consultant will be available at the meeting for further discussion.



**Figure 2 - Identified Landslide Area**

- Mixed Use Commercial: Where should a mixed-use commercial area be located? Currently, the City's Comprehensive Plan proposes this use at the northwest quadrant of the David Hill/Thatcher road intersection. Participants at the charrette indicated support for the use in the area but not at the intersection. Staff proposed the location at the intersection of David Hill and Thatcher roads to take advantage of its proximity with Thatcher Park. In addition, if this location is proposed design changes to David Hill Road to allow parking should be considered to slow down traffic speeds.

The Commission may remember that the proposed commercial mixed use area on the Comprehensive Plan was a larger area. When the environmental constraints were identified through the Westside Planning process, staff considered a smaller area as shown on the map above (Figure 1). However, it may be appropriate not to locate the commercial site at the corner but on the larger 19 acre site to the west. This may a better site given the approaches being considered for the Comp Plan Rezoning Update project. It could be master planned more easily since it is under one ownership and there would be a commercial component requirement due to the parcel size (based on the proposed mixed use zone district approach).

- Should the City continue with one unit per acre lot sizes in a portion of the area? Currently, a portion of the David Hill area is planned for one unit per acre due to lack of water pressure. The water pressure constraint is being addressed through the Water Master Plan in the form of a new reservoir. To pay for such a facility, there is consideration of an SDC surcharge on properties above the 440

foot contour. The alternative to the one acre lot size would be residential at 10,000 square foot parcel size.

Purdin Road: The Purdin Road area is generally being considered for residential with a potential elementary school site, park and fire station site. There are three land use issues that need further discussion for this area:

- Employment vs. Residential: Should a portion of the area employment use or should it be planned for residential use? The City's Vision Statement supports a sustainable community which includes an adequate economic base. The Economic Opportunities Analysis (EOA) completed for the City in 2009 looked at the City's employment and residential land needs for a 20 and 50 year time frame. For the twenty year period (2008 to 2028), the EOA concluded the following regarding employment:
  - Generally, there was an over-supply of industrial acreage (gross acres) between 49 to 127 acres under the low or medium growth scenario and a need for three acres under the high growth scenario (Figure 27 on page 52 of the report);
  - The study also concluded, "Forest Grove is generally lacking in necessary industrial sites on the larger end of the industrial spectrum (Cluster Anchor and Anchor/Large Park)" (page 55). This was for sites of 50 acres or greater.
  - Office demand was between 54 to 68 acres for the twenty year period (Figure 27 on page 52). As part of its conclusion, the report indicates:

"It should again be noted that all office availability is in the CBD of Forest Grove. Demand findings indicate that Business Park-class office uses will be the single largest category of demand, followed by Medium-sized office uses (25 acres typical), which are incompatible with the existing supply within the city CBD." (page 52)

For the 50 year time frame (2008 to 2060):

- Industrial land need (gross acres) ranged from 168 to 434 acres depending on the growth scenario (Figure 33 on page 63).

- The number of large lot industrial sites ranged from 3 to 4 for the low and moderate growth scenario to 6 to 11 sites for the high growth scenario (Figure 34 on page 65).
- Office demand was projected to be between 209 to 434 acres depending on the growth scenario (Figure 33 on page 63).

Thus, the EOA does not project a need for additional industrial land until after 20 years, but does project a need between 20 to 50 years in the future. The EOA does project a need for a campus-style office development within the next 20 years and the Comprehensive Plan Economic Development Policy 8.2 supports such a use outside the downtown area. Conversely, potentially affected property owners are concerned about the length of time required for employment type uses to develop as well as not meeting their vision for the future development of their property.

Originally, staff placed a potential employment area on about a 30 acre area located at the northeast portion of the area. It was at that location to separate it from residential areas south of David Hill Road extension. The above land use map (Figure 1), places the employment area immediately north of David Hill Road extension. At this location, it is intended to provide a 25 acre site for a campus-style office development (e.g. Dawson Creek project in Hillsboro). This type of development would minimize potential offsite impacts to nearby residential development and avoid traffic routed through non-industrial land uses. An alternative recreation use could be considered for the site (see discussion below.)

- Mixed Use Commercial: Should a portion of the area be designated for mixed-use commercial between Highway 47 and the extension of Main Street? The EOA indicates a need for additional commercial land in Forest Grove over the next 20 years. In addition, a market study prepared for the Times Litho site indicates the following:
  - "Within a one-mile radius of the subject site (Times Litho) in Forest Grove, there was an estimated \$94 million of annual retail leakage. This leakage is over half of the area household spending of \$181 million. Retail leakage indicates that Forest Grove is unable to capture half of the spending that can be attributed to local households and these households travel outside of the region to spend money elsewhere. The retail

categories with the greatest amount of leaked sales are Motor Vehicle and Parts Dealers, General Merchandise Stores, and Food Service and Drinking Places.” (page 20 of the report)

- For the three and five mile radius, the report estimates (page 20) the following:

*Three Mile:* \$205 million leakage out of \$431 million.

Retail Areas: Motor Vehicles and Parts Dealers, Non-Store Retailers, Food Service and Drinking Places, and Building Material and Garden Equip Stores

*Five Mile:* \$284 million leakage out of \$561 million.

Retail Areas: Motor Vehicles and Parts Dealers, Non-Store Retailers, Food Service and Drinking Places, and Building Material and Garden Equip Stores

Property owners have indicated opposition to commercial development believing there is no demand and an alternative site is located relatively close by (Davidson Property at Sunset and Highway 47).

Given the leakage factor, staff has included a potential 16 acre commercial area north of the high school in the vicinity of the extension of B Street. The purpose at this location is to connect it to the school and a potential park to help create a complete neighborhood for the area. Another location staff considered was at the intersection of David Hill and Highway 47. At this location the ability to contribute to a complete neighborhood could not be achieved since it would be placed at the eastern edge of the area rather than more central location. Opportunities to reduce retail leakage would still remain given the site’s location adjacent to David Hill Road and the Davidson site also located on Highway 47 south of the area.

- Higher Density Residential: Should there be higher density residential in this area? Property owners desire to develop lower density single family residential development (e.g. 7,000 square foot lot size). Originally, staff included two sites for RMH and RML designations to achieve an overall 10 unit per acre density for the area to respond to possible Metro requirements. However, the review of Title 11, Planning for New Urban Areas, of Metro’s Functional Plan requirements

does not specify a minimum density requirement. (These requirements only apply to areas brought into the UGB since 2009 and do not apply to the David Hill area.) Metro Code (Function Plan requirements) Section 3.07.1105, Purpose and Intent, states in part:

“The Regional Framework Plan calls for long-range planning to insure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit friendly communities. It is the purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB.”

Given that Metro will be required to review and approve the proposed land use plan for the Purdin Road area, this provision needs to be considered.

Staff did include almost 12 acres for RML designation to be located immediately east of the commercial area. The target density would be 12 units per net acre which would allow opportunities for smaller lot single-family as well as attached housing for the area. This higher density near the commercial area provides a node for transit and a walkable neighborhood. Higher density apartment type development would be reserved to the Town Center and the Pacific Avenue corridor where such intensity would be more appropriate.

- Other Considerations: Since the reviews at the charrettes, two other land use designations need to be considered.
  - The Fire Chief has indicated a need for a fire station site near the intersection of Highway 47 and David Hill Road to better serve future needs for fire service (see Attachment 2 for the analysis). This would likely be placed in the area designated for “Employment” on the potential land use map (Figure 1).
  - An 11 acre site has been added for a neighborhood park. This is an important concept to place it in proximity to the school and commercial areas to create a neighborhood center area. The need and size for this facility would be evaluated as part of the Parks and Rec Master Plan update. Discussions with the Park and Rec Director indicate that a need for such a facility at this location would be likely.

An elementary school site has also been included and was part of the land use discussions at the second charrette. The need is based on the school analysis in the

Comprehensive Plan which indicates a need for an additional elementary facility in the community. There was no discussion about this proposed land use at the charrettes.

A possible alternative for the employment designated area is a possible recreation site (e.g. ball fields). The Parks and Rec Director indicated that the site has been considered in the past for such a facility. This could be a possible location for a community center although a more central location in the community may be preferred. As with the park site above, this will be evaluated as part of the Parks and Rec Master Plan update.